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ABSTRACT

Major educational reforms are needed to make institutions of higher education responsive to the needs of Hispanics and other minorities. Three basic changes are essential to reform in higher education for Hispanics: increasing the number of Hispanics in faculty and administrative positions; increasing the representation of Hispanics in the student population; and developing university curricula that reflect the economic, historical, and cultural contributions of Hispanics to this and other societies. Changes of this nature can be brought about only by those with a thorough understanding of the organizational structure of the university and the forces that influence it. Presently, key external influences include federal affirmative action programs, job market demands for ethnic professionals, and white community resistance to affirmative action efforts; key internal influences include scarcity of institutional resources, faculty reward systems, and administrative resistance to politically volatile reforms. Meaningful change will require greater commitment from the federal government in the form of sufficient federal support incentives to begin planning and carrying out major institutional reforms. (JH)

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PLANNING AND ORGANIZATIONAL REFORM ISSUES AFFECTING HISPANICS IN HIGHER EDUCATION

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Planning and Organizational Reform Issues Affecting Hispanics in Higher Education

by

Tomás A. Arciniega

The purpose of this paper is a twofold one; (1) to examine the principal organizational dysfunctionalities impacting on Hispanics in institutions of higher education (IHE's) and (2) discuss alternatives to that unfortunate status quo and how best to effect changes for the better. Some pertinent value premises which undergird my remarks are:

(1) The issues of race and ethnicity which divide us as a nation are still very much with us and will continue to polarize us unless redirective action is taken.

(2) The demands by minorities to make this country own up to the rhetoric of "America the land of liberty and equal opportunity for all" needs to be encouraged and supported not primarily for the "sake" of the blacks, the browns, the reds and the yellows, but for all our citizenry. ....because it is right and just, but equally as important, perhaps because the survival of America in the future. ....in this predominantly non-white international world of ours. ....might just depend upon how well we redress past inequities. (1)

(3) In the long run, increasing the number and quality of Hispanic professionals in all areas represents perhaps the highest priority need we face.

(4) Hispanics have received and are continuing to receive less than a "fair share" of the federal government's equity programs. Given the key role that federal programs play, this constitutes a major problem area.

(5) Those who urge too loudly for us to be cautious and not push too strongly do Hispanics a disservice for the recent and not so recent past has shown too clearly that caution means inaction and the perpetuation of an unacceptable status quo.

I assume that all of you agree with that value position ....como punto de partida. The basic concern then is how to effect a better situation for Hispanics in the universities of this country. And let's be clear about one other thing. Any effort to improve the IHE situation for Hispanics is an institutional reform and change issue.

As you are well aware, Hispanics invariably bring a different perspective to the university organization with stress-in-the-system implications as regards the disciplines involved, the university's clientele, and the university's traditional support groups. This happens for three kinds of reasons that I can see. First, because Hispanic academics are usually strongly committed and united as regards the need to push and pressure their institutions to respond to ethnic concerns; i.e., students, curricula, staffing, etc. Secondly, ongoing special programs provide important mechanisms for analyzing and reinforcing within group concerns and conceptualizations. Thirdly, ethnic professionals for a variety of reasons usually are incompletely socialized as regards the institutional norms of their disciplines and the university setting in general. They thus are more difficult to keep in line.

As many of you know, I have been pushing for some time on the need for the careful and systematic study of IHE structures and their approaches to maintaining the status quo. I am convinced that major reforms for minorities in higher education won't occur by accident. Changes seldom, if ever, happen simply because one

has united and committed people interested in change. Meaningful institutional reforms require commitment, sure, but more importantly, require careful study, planning, and thoughtful follow-through. What's involved in following such a course is the crux of my message today.

The questions of central concern, then, are; What are the major reform issues involved? What organizational problems are connected with those issues? Which are the principal obstacles? What are we trying to change? What are we trying to change toward? How and where to begin?

THE FUNCTIONS OF HIGHER EDUCATION

Higher Education is a crucial determinant of the individual's lot in U.S. society. As various scholars have noted, the determination of the future stratification system of our society is a manifest social function performed by Universities.(2) Universities today are prime societal mechanisms for determining who will occupy the upper middle and upper rungs of society. Universities are primary allocators of privilege and status. This allocation of privilege function and the implications for social policy is often intentionally overlooked and played down in the usual discussions of the role of higher education in society. It has to be central, however, to any discussion which purports to deal with the issues of priorities and what course of action for Hispanics in higher education. Thus, it is useful to examine this general function of education in society.

Viewed from a global perspective, we can observe that the educational system (with higher education at the apex) plays a three dimensional role in the modern state; (1) it prepares the human resource talent and manpower needed by the economic structure, (2) it is directly responsible for the impartation of national, social and cultural ideals, and (3) it promotes a generalized acceptance in the populace of the legal governmental structure of society. The responsibility for preparing high level personnel to fill key roles in the economic sub-system of a nation is perhaps the most obvious of these functions assigned to the educational enterprise. Equally as important are the functions performed by universities as a socializing agency specifically charged with developing the means through which a nation insures national commonality and acceptance of a basic system of values and the acceptance of a national authority and decision-making structure required by a nation to allocate national resources as the country moves toward progress and development.

American universities traditionally have interpreted their role in terms of institutional commitments to teaching, research, and service to society. These emphases upon teaching and research date back to the tiny nucleus of colonial colleges modeled after elitist European institutions. American higher education's concern and commitment to what became labeled--the service to society dimension--originated in the 1800's with the rise of land grant colleges dedicated to community service and vocational preparation. The point worthy of note here about this service

to society function is that American education recognized early the necessity for being responsive to the needs of the communities they were serving. They deviated sharply in this regard from their European antecedants and counterpart institutions in other lands. Thus, from elicist beginnings, the American university system evolved into the largest and most accessible system in the world.(3)

The resultant rate of expansion and growth in U.S. higher education was phenomenal. In 1900, for example, the proportion of youth enrolled in universities of the 18-21 year category was 4%. By 1970 the proportion had jumped to 40%.(4) In California today we are approaching the 60th percentile. However, side by side with this phenomenal rate of national expansion in student enrollment, it is important to observe that percentage-wise higher education continues virtually to exclude Blacks, Chicanos, Puerto Ricans, and American Indians. What is important about the macro-functions of education is that they represent important normative and attitudinal base line structures of our society, so that efforts to press for reforms necessarily must address these structures. They are crucial and accepted parts of the "conventional wisdom", or putting it less pejoratively, are part of the general public consensus regarding the role, obligations, and responsibilities of public educational institutions.

Of particular significance for Hispanics, is the macro-functional responsibility for the impartation of national, social, and cultural ideals. As we push for more pluralistic approaches and a rejection of assimilationist paradigms in education, it is

important to recognize that we're dealing with a shift in emphasis and not a new national responsibility.

THE SCHOLASTIC AND SERVICE TRADITIONS IN HIGHER EDUCATION

Historically, debates over the role of higher education institutions usually split along two conceptual points of view. The first, McGrath and others have labeled the Scholastic view.(5) According to this view, universities exist to shape and form that small elite of individuals in whom society will charge with the responsibility to make the major decisions for the greater society. The principal task of higher education, then, is to cultivate this elite:

> All civilized countries (must) depend upon a thin, clear stream of excellence to provide new ideas, new techniques, and the statesman-like treatment of complex social and political problems...The gifted student..needs to be treated as an elite.(6)

Regarding the focus of university curriculum, according to the scholastic view:

> The formation is accomplished through study of society. Two forms of learning are required (for the elite) in this society. The form of organization must be understood...And it is also necessary (for this group) to acquire the knowledge and skills which the society requires for successful operation.(7)

For traditional agrarian societies, proponents of this view would limit education to that 1% of the population who would manage the national affairs of state. For the more modern, this view would allow for expansion to include training in the professions of medicine, engineering, etc. And finally, in the "post" modern or industrialized stage, proponents of this view point out:

> This group was enlarged until, in our time, it embraces about

> 5 per cent of the population. The broadening has had cumulative consequences. The need for selection meant that the privilege of higher education could no longer be limited to a hereditary class, but had to be offered, at least as an opportunity, to other classes.(8)

Expansion of higher education to greater percentages of the population is justified primarily on the basis that extension downward of the privilege of a university education is required primarily because in order to select a small top elite, it will be necessary to begin with some 30 per cent of the population. This meant that university education had to be opened to the middle masses who quickly took it over as a middle American attribute.

The final point advocated strongly by scholasticists is that higher education has expanded sufficiently and that any further growths in enrollment will depreciate the value of a university degree. In fact, many contend openly that any further action to expand higher education to more of the masses constitutes a serious threat to the qualitative standards of this society.

The **Service** to Society viewpoint insists that universities exist primarily to serve society as a whole. Advocates of this view contend that the demands of the modern universities require them to become dynamic instrumentalities for change. Universities are said to be obligated to strive actively to provide increased opportunities for greater percentages of society, particularly minorities.

Universities, in addition to addressing traditional teaching and research needs, must look upon the support of higher education as a social investment. In this sense, higher education needs to

be considered an instrument for change specifically assigned the responsibility for intervening to provide equity and social justice to those who, in large part, have been denied this right in the past.

> For the individual, it (this view) offers the opportunity to move as far intellectually as his abilities will take him; for the society, it undertakes to supply any type of trained individual required...(It) opens education to any who can reach it, and in the process of supplying the diversity of education society may require, it affirms a great range of choices to the individual. (9)

The expansion of higher education along these lines would necessarily need to be closely linked to corresponding shifts in the nation's work structure as well as keyed to social and service sector demands.

Although grossly oversimplified, these are the basic positions usually posed in scholastic versus service to society discussions.

The basic conceptual differences about the purposes and the role of higher education in modern society have important implications. They relate directly to core issues involved in promoting reform and change in higher education. They also point out clearly that proposals for changes and more appropriate responses can certainly be linked to previous and continuing efforts by many to make institutions more responsive to minority needs. What is important to recognize is that we can ally with an important and accepted tradition in higher education in our efforts to improve conditions for Hispanics in the universities of this country.

INSTITUTIONAL RESPONSES TO THE HISPANIC

The approaches which institutions of higher learning are employing in responding to the needs of Hispanics are rooted and have evolved directly from the traditions and functional responsibilities

noted above. Recognizing this and noting also that institutions appear to follow certain patterns, it appeared useful to develop a classification scheme for identifying approaches typically employed.

Two questions are key in the identification of approaches used by institutions. How does the institution view the problems faced by Hispanics in the University or college? and What is the institutional response to the Hispanic as regards its base programs, disciplines, and degrees?

The first addresses the issue of whether ethnic and cultural affiliation is viewed from a deficit perspective or whether the problems are judged to stem primarily from factors which are not Hispanic group based. The second centers on the nature of the institutional response. The issue here being whether the institutional response is impacting on the base programs and degree fields of that university.

By juxtaposing the distinction between institutional view of the problems faced by Hispanics with the dichotomy between change(s) or no change response effects on base programs and degrees, a four fold scheme is obtained. (See Figure 1) Behind each of the four approaches which the scheme yields is a philosophical perspective value-laden with assumptions about how best to meet the needs of Hispanic students. Each implicates a different approach with distinctively different programmatic implications.

Before elaborating on the approaches, let me comment on the nature of typologies. Typologies tend to oversimplify a reality

Figure 1. Classification of Higher Education Approaches to the Education of Hispanics According to Institutional Responses and Views.

Institutional Response to the Hispanic as Regards Base Programs, Disciplines, and Degrees

Institution views the problems faced by the Hispanic in higher Education as early

	System W or SYMPATHIZERS Approach	System X or COMPENSATORS Approach
Student Deficiency Based	Institution takes a sympathetic view of those "poor unfortunate Hispanics". Is dedicated to making special efforts but is convinced that present condition of Hispanics is basically irreversible. Goals: Development of special programs (within the structure) geared to "their" level. Means: Watered down curricula which takes into account their "deprived" state. Special ethnic studies degrees and courses are considered excellent means. Hiring of special ethnic instructors under less stringent requirements is appropriate. Less demanding grading practices are usually condoned.	Institution takes a deficit perspective view of the Hispanic. Insists that present "high standards" must be maintained and that any special efforts directed at Hispanics be strictly remedial. Goals: The maintenance of the existing system (as is) is the stated intent. Remedial programs to assist Hispanics overcome cultural and language handicaps are appropriate so long as they are designed to "bring them up to standard." Means: Compensatory and remedial program approaches which are organized to help Hispanics eradicate their cultural, educational, and linguistic deficits. Although upgrading of basic skills is a major concern, the "good" remedial programs attempt also to inculcate in the Hispanic those essential middle class majority cultural values said to be critical for surviving in America.
	System Y or REFORMERS Approach	System Z or ALTERNATIVE BUILDERS Approach
Not Student Deficiency Based	Institution views the present status of the Hispanic as primarily the result of a limited opportunity structure in society. Education determines, to a large extent, the stratification structure of American society which is inequitable from the perspective of the Hispanic and thus needs to be reformed.	The present system of higher education is considered beyond reform and basically dysfunctional to the real needs of Hispanics. Therefore, the creation of new alternative institutions is the course of action followed. Goals: The organization of parallel institutions which are

Goals: The reform of higher education systems along pluralistic lines in order to achieve equity for Hispanics in the general society. Program innovations across disciplines and degrees which will increase (quantitatively and qualitatively) the percentage of Hispanics prepared at the higher education level.

Means: The organization of institutions authentically committed to cultural pluralism in educational form and practice is the basic concern. Program innovations must endeavor to; (1) provide basic competencies, skills, and preparation, (2) promote a self-awareness and ethnic pride in self for all students, and (3) develop, in all students the analytical skills needed to assess the existing structures of society in order to join actively in the search for improvement and change.

organized and controlled by Hispanics. These are designed to prepare Hispanics in unique and different from-the-main approaches. Institutional objectives often strive directly to prepare Hispanics to liberate their brothers from the condition of internal colonialism. Equalization of power and wealth among Hispanics and the majority culture is ultimate goal.

Means: Development of institutional programs which will provide Hispanics with basic expertise, training and commitment to actively engage in the struggle toward achieving the above stated goals. Various non-traditional training and community based curricular activities are often key activities.

which may not be so clear-cut. Perhaps a more valid picture is to treat these dichotomous distinctions as continua along which to locate institutional approaches. It should be emphasized, too, that institutional responses have multiple determinants. It is possible to have a mixed perspective which can shift on particular issues regarding the approach deemed best in meeting the needs of Hispanics. Recognizing these limitations, the scheme is useful but needs to be viewed as an oversimplified attempt to identify institutional positions vis-a-vis the Hispanic and which can serve as a guide in evaluating these approaches. And ultimately the purpose of the typology is to stimulate serious discussion and analysis regarding the conceptual alternatives to the education of the Hispanic in higher education.

A. System W or the SYMPATHIZERS Approach

Institutions which ascribe to this view take a "sympathy" approach to meeting the educational needs of Hispanics. They are convinced that deprived homes, linguistic differences, cultural alienation and other factors combine to lock Hispanics into a deprived condition which requires special efforts. They are dedicated to the development of special programs consistent with the Hispanic's unfortunate condition.

The development of specialized programs geared to "their level" thus becomes the overarching goal of the institution's response. It is important to emphasize that all of these special programs are aimed at upgrading and eliminating the deficiencies which Hispanics bring as a result of the deleterious effects of

home, culture, and language factors.

Special ethnic studies courses and degrees, "watered down" curricula, and the hiring of special ethnic instructors with lower degree and specialization requirements are all acceptable practices. They are said to demonstrate the institution's commitment to take into acccunt the "deprived" state of the Hispanic people. Less stringent grading practices are also usually condoned on the same basis.

The impact on base programs, disciplines, and degrees for the most part is outside the principal colleges and schools of the university. The changes which occur are primarily in the direction of new courses, opening of new program areas, and even the organization of new department structures and degree fields. Interestingly, all of these actions appear to have only minimal change impact on programs which existed prior to the new adjustments. It is essentially an organizational strategy which aims toward a parallel track designed to meet the needs of a small percentage of students with special handicaps.

B. System X or the COMPENSATORS Approach

The principal concern of institutions who take this approach is the maintenance of their present "high standards". Any special efforts made must be remedial and aimed at bringing the Hispanic up to the standard of ordinary clientele. The institutional view of Hispanic educational needs is a deficit perspective one.

The goal of any special programs is simply to eliminate deficits and to upgrade the Hispanic students. Compensatory edu-

cation programs to help Hispanics eradicate cultural, linguistic, and other deficits are permissable. Although upgrading basic skills is a major concern, programs should also strive to inculcate in the Hispanic students certain essential majority cultural ideals and values. It is noteworthy that this approach assumes a no-change posture as regards its base programs. Hispanic students who undergo remedial treatment are expected ultimately to meet the same criteria for admission, progression, and eventual graduation. The burden of change is on the student. It is assumed that the institution does not need to change its ongoing program to meet the needs of its Hispanic students.

An overriding concern of the university is to assist Hispanics to learn and incorporate, through education, the middle class values of the dominant group. Compensatory remedial education programs become the major vehicles for effecting the required changes in the students.

C. System Y or the REFORMERS Approach

This institutional approach insists that the present status of the Hispanic is the result primarily of a limited opportunity structure. It accepts the fact that education determines, to a large extent, the stratification structure of American society and that this structure has been inequitable in the distribution of status and power across groups.

The reform of higher education along pluralistic lines in order to achieve equity is a professed goal. Program innovations across the board which strive toward that ideal must be promoted

and supported. The improvement of the Hispanic human resources of this country qualitatively and quantitatively is a central concern.

Ways and means need to be found to encourage the growth and influence of institutions committed to cultural pluralism in form and practice. Programs must endeavor to provide students with a sound preparation which provides the basic competencies and skills needed to function effectively in society. Provisions will need to be made to promote a self-awareness and ethnic-pride in self. Finally, students will need analytical skills to assess existing structural inequities and encouraged to join actively in the search for improvements and positive changes.

D. System Z or the ALTERNATIVE SYSTEM BUILDERS Approach

Institutions who adhere to this view consider the existing system of higher education to be beyond meaningful reform. Universities are viewed as being basically dysfunctional to the real needs of Hispanics. Therefore, the creation of alternative universities is considered the only logical strategy to follow in meeting the educational needs of Hispanics.

The organization of parallel institutions organized and controlled by Hispanics is the principal goal. These new institutions will need to prepare Hispanics in unique, different-from-the main approaches. The objectives of the new structures will strive to prepare Hispanics with the expertise necessary to liberate their brothers from the condition of internal colonialism. Equalization of power and wealth in America among Hispanics and

the majority cultural group is the ultimate aim. Non-traditional and community based activities usually provide base anchor points for the curricular programs of such institutions.

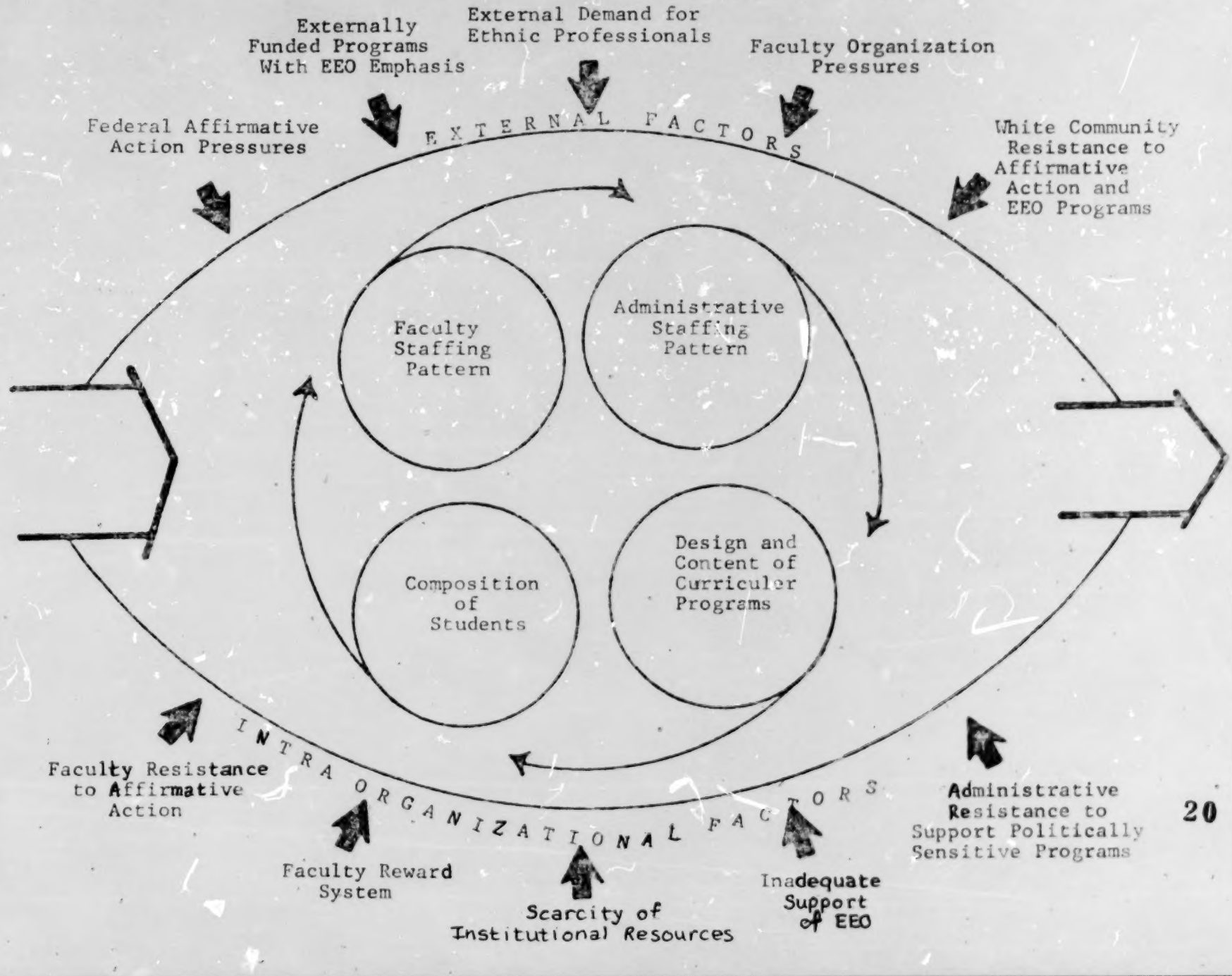
THE ORGANIZATIONAL SETTING

Up to this point, the discussion has concentrated on delineating the conceptual issues involved in analyzing how institutions respond to the Spanish speaking. That is important because effective reforms need to be based on sound conceptualizations about a preferred state of things. However, we need to be clear, too, that a sound redesign effort is not enough. We also need to understand the organizational setting, or more explicitly, the problematics of affecting institutional change.

As Clark and Guba[10] and others point out, it is the interaction among external pressures and internal contextual factors in a university setting which determine the ability of an institution to succeed. That interaction of cross pressures is certainly crucial for effecting the changes we're contemplating here.

Although there are any number of ways to chart the particular parts of the institution that we're concerned with influencing, four institutional areas appear as clear targets; Faculty Staffing, Administrative Staffing, Design and Content of Curricular Programs, and Composition of Student Body. Together these constitute the projected direction of change. Effecting meaningful changes in any of these areas will require careful and systematic assessment of the external and internal cross pressures involved. Figure 2 outlines the interactive nature of these factors and their relation

FIGURE 2. THE KEY INTERACTIVE FACTORS INVOLVED IN EFFECTING CHANGE IN IHE'S


Externally Funded Programs With EEO Emphasis
External Demand for Ethnic Professionals
Faculty Organization Pressures
Federal Affirmative Action Pressures
EXTERNAL FACTORS
White Community Resistance to Affirmative Action and EEO Programs
Faculty Staffing Pattern
Administrative Staffing Pattern
Composition of Students
Design and Content of Curriculer Programs
INTRA ORGANIZATIONAL FACTORS
Faculty Resistance to Affirmative Action
Faculty Reward System
Scarcity of Institutional Resources
Inadequate Support of EEO
Administrative Resistance to Support Politically Sensitive Programs

to the targeted areas of change.

A. External Factors

Although the list of external pressures which currently impact on universities is a lengthy one, five critical factors seem to stand out as key. These involve; (1) federal affirmative action pressures; (2) outside funded programs intended to equalize educational opportunities for minorities, (3) job market demands for ethnic professionals, (4) faculty organization pressures and (5) white community resistance to EEO and Affirmative Action efforts.

The involvement of the federal government in pressing schools and universities to hire increased numbers of qualified ethnic professionals is a well known phenomenon in America today. This thrust has been a positive and significant force for change. Improvements (almost without exception) in the ethnic composition of faculties in universities, as in various professions, have been the direct result of institutional responses to this national mandate.

Anyone interested in promoting affirmative action in higher education needs to know well the legal and program implications of the federal statutes involved. How one's institution is proposing to respond and the specifics of the institution's affirmative action plan are crucial information. Ideally, the spirit and intent, as well as the letter of the law, should be complied with. Any discrepancies noted in this regard have important implications for would be reformers.

Closely related is the pressure on universities to become involved in federal and state funded programs which aim to improve the educational lot of ethnic minorities. Federal and state guidelines consistently go much farther than most universities would prefer to go in the development and implementation of new programs for minorities. Thus, this pressure constitutes an important source of support.

To illustrate the importance of this point, let me cite an example from the field of Education. The initiation of Bilingual Education and Compensatory Education projects require new types of professional skills. Often the intent is clear that the best way to organize programs for specific target groups is to tap ethnic professionals from that same target group to run them. The absence of sufficient numbers creates pressures to organize university programs to remedy that situation. Federal and state monies are available to support those initiatives. Similar examples can be given for Social Work and other fields.

Negative resistance can be observed on the part of faculty organizations particularly those aligned closely with public school teacher organizations. As the economic situation compresses the job market, the intensity of the white academic community resistance to affirmative action will increase. This is a rather obvious ongoing development impacting on most campuses currently.

The final pressure current, also basically a negative one, involves the ongoing backlash reaction on the part of the white community to Bilingual Education and other programs aimed at equalizing educational opportunities for minorities. Decisions by

the past two administrations to back off on enforcing desegregation requirements have encouraged white community resistance to EEO program efforts. This is clearly visible from the public school on up through the university levels. The result has been a wave of public resistance which university administrators find difficult to buck.

Although the force of these external pressures will vary depending on particular circumstances and timing considerations, the importance of these factors remains constant across the nation. Thus, attention to external pressures is crucial because they affect very directly the level of receptivity to programs which aim to improve conditions for Hispanics in universities.

B. Internal Factors

Again, in the case of internal factors (intra-organizational) a rather lengthy list could be constructed. However, the main internal pressures which appear to hold most constant across institutions are; (1) Faculty attitudes toward Affirmative Action, (2) Faculty Reward Systems, (3) Scarcity of Institutional Resources, (4) Inadequate Faculty Support for EEO Programs, and (5) Administrative Resistance to politically volatile reforms. The impact of these pressures on the changes contemplated for those key reform components are critical influence factors.

The push from the federal government to pressure universities to increase the number of ethnic professionals on their staffs has not been enthusiastically endorsed by most faculties. (And that may well qualify as the understatement of the year in quite a few places we all know about.) Affirmative action plans require

universities to make extra and special efforts to search out qualified and qualifiable minorities for any openings. Faculty pressure, though, often tends toward insisting this should only mean making sure that ethnics be made aware of the openings and nothing more. Many would insist that best qualified has to be determined on the tradicional measures of years of faculty service, length of publications record in the same "old" tradition, and references from the same "old" reference systems, which of course totally ignores one basic problem fact. It is that "old tried and true" system of yielding candidates that has made a national program of affirmative action necessary if we are serious about equalizing societal conditions for ethnic minorities in this country.

The importance of having the ethnic composition of a university's faculty reflect the ethnic makeup of our communities is difficult to overemphasize. Nothing demonstrates more clearly the authenticity of an institution's commitment to cultural pluralism than the institution's efforts in this regard. This does not mean that changes have to occur overnight with a complete disregard for tenure and other maintenance factors. However, the commitment has to be clear and overt and this requires demonstrable results.

A closely related problem has to do with an inadequate faculty commitment to the kinds of programs that Hispanic academics typically would be pushing. For a variety of reasons, universities currently do not have a widespread faculty commitment to new

federal programs which have been initiated in recent years. It is not so much that too many faculty are philosophically or openly opposed to programs for ethnic minorities. The problem is much more complex. Universities find themselves hard pressed to mount viable programs because of the limited number of faculty with expertise in these emerging areas. It is only within the past three years that federal monies have contributed in a targeted sense to increasing the number of Hispanics in higher education. I am referring, of course, to the Bilingual Education Title VII programs. Thus, it should not be unexpected that there is a lack of widespread commitment to these new program efforts on the part of faculty in most universities.

The system for rewarding faculty in institutions of higher education also causes problems for Hispanics. The main reason is that there are so few Hispanic academics. Because there are so few, these get tapped for excessive university committee and other assignments. And because Hispanic academics feel obligated to their group, they often are more involved "outside" in community activities aimed at improving conditions for Hispanics. The result is a tremendous time press problem which cuts directly into the time available to work on more academic activities.

University criteria for the evaluation of professors invariably reflect an overriding emphasis on classical professional growth activities such as articles in refereed journals, published books, basic research, etc. Seldom is much weight given to service activities such as the type of committee and community

activities noted previously. Thus, the Hispanic faculty member is forced to make some hard choices. Too often the pull of community commitments is too strong and the Hispanic faculty member finds himself fighting a losing battle in trying to change the existing normative structure.

The problem then is that the typical faculty reward system is at variance with the role-requirements applied to Hispanic academics. So often, institutional expectations obligate Hispanics to assist the university to respond to minority demands without working out internal provisions which would enable them to comply without hurting themselves in the tenure and promotion process. This is a difficult problem and one incidentally where the pendulum shouldn't be allowed to swing too far. Hispanic intellectuals must push themselves to meet the traditional requirements of their discipline. In the long run, that may be the meaningful contribution. No nos sirve de nader obtener puestos academicos si no vamos a funcionar como especialistas y intelectualos en nuestros respetivos campos.

The importance of outside funding is significant. Scarcity of institutional resources to support new innovations is a major concern on campuses. These are difficult economic times for universities. Receding enrollments on the heels of the greatest expansion period in higher education opportunities in history makes adjustment to the hard new realities extremely difficult. Innovations now have to be judged and must compete in terms of what will be replaced and eliminated, as well as whether the proposed reforms are professionally sound innovations. Few

institutions are enjoying the luxury of adding and expanding. Any proposed changes thus requires an extraordinary level of institutional commitment in order to be successful these days.

Given these difficult times, it shouldn't surprise us that higher level administrators are so reluctant to support politically volatile or controversial reforms. Education reforms to benefit minorities tend to be looked upon as merely programs aimed at improving the lot of the "have-nots" which rarely have much political clout or strong advocacy support on campus these days. Higher Education administrators, thus tend quickly toward politically expedient decisions in responding to minority demands. They seldom seem able to find strong enough justification to rock-the-boat by supporting major changes in the target areas we're concerned about.

The problem of how to create the receptivity at the higher administrative levels is often tied directly to the scarcity of resources issue. If outside resources can be tapped to mount and support new thrusts, these can serve as important leverage to influence institutional acceptance and support for the proposed reforms. These basically negative factors can be turned into potent support systems in favor of the new innovations in a time of scarce resources.

The interactive impact of these often countervailing external and internal forces represents centrally important elements which must be considered. The success of any reform effort will be directly related to the ability of would-be reformers to contend,

use, and yes, even muffle at times the impact of these forces.

PLANNING THE NEEDED REFORMS

As the preceding indicates rather well, it is no simple matter to go from where we are to where we want to be. Recognizing the premises inherent in the institutional setting and being able to analyze the problematics involved in pushing for changes in universities is imperative. An intelligent assessment of an institutional situation enables one to recognize idiosyncratic differences among university settings and forestalls inappropriate and overly simplistic prescriptions for change. One additional basic fact is also evident. The types of changes we're concerned with requires a greater commitment on the part of the federal government than we've had to date. Measured in terms of the "Y" type setting reforms, current federal government approaches promise little impact. In fact, current efforts are actually reinforcing and supporting the status quo -- which is basically a no change institutional approach. A status quo, which as an Hispanic academic, I find unacceptable.

Federal support provided to IHE's these days is almost exclusively in the form of student financial aid. The rationale being that in this way minority students will be enabled a "free choice" in selecting where to pursue their education which assumes that the range of current institutional responses to the Hispanic are sound or at least minimally adequate. A fact which, as I have endeavored to illustrate, is simply not the case.

In addition to student financial aid, the federal government provides targeted support to minority institutions through what is called the Title III Developing Institutions Grants program. This program was conceptualized and continues to be almost exclusively a Black oriented program. Its basic intent and purpose has been to provide direct federal support to Black universities mostly in the South in an effort to enable them to survive and upgrade the quality of their institutions. From that standpoint, I think it has been a good program which deserves to be continued.

However, from the Hispanic perspective this federal program has had little positive impact and offers little hope. Hispanics have never had a string of Hispanic institutions comparable to the Black universities. Our situation is radically different. For better or for worse, Hispanic hopes for meaningful reform have to ride with the existing structure of IHE's. That being the case, the present Title III guidelines work against us because the few universities which might be interested in effecting Hispanic oriented reforms are excluded from participation, since they don't qualify as developing institutions.

The final federal program worthy of note is the Title VII Bilingual Education program. Although this federal program has made some provisions for assisting selected institutions to effect key reforms, in a national reform sense, the impact has been limited since it is usually directed at a selected department within a School or College of Education. At worst it has been limited to "add-on" projects which provide training outside the

regular academic area. The principal weakness in the program from the institutional reform perspective is that the program is too limited in scope. I hasten to add, however, that of the few education support efforts which the federal government has ongoing, Title VII is probably the best.

How best to get universities to engage in more comprehensive reform efforts in order to respond to the higher education needs of Hispanics is the crucial issue. As I noted in the previous sections, the base target areas are; (1) Increasing the number of Hispanics in faculty positions, (2) Increasing the representation of Hispanics in the student population, (3) Increasing the number of Hispanic administrators, and (4) Effecting the necessary curriculum reforms necessary to make university curricula reflect more appropriately the economic, historical, and cultural contributions of Hispanics to this and other societies.

Although I don't have a sure fire recipe of a model to whip out and lay on you -- a fact which you undoubtedly have guessed from my comments up to this point -- I do maintain that what we need are targeted comprehensive efforts rather than piecemeal general support programs. What we need is a national commitment of resources which will provide key institutions with sufficient federal support incentives to begin planning and carrying out major institutional reforms. Whatever the comprehensive plan for an individual institution, all should be required to effect needed reforms in the four target areas.

Student Needs Area

In the student affairs area what is needed is an institutional commitment aimed at the development of:

(1) An effective outreach program well articulated with the community college and secondary school systems aimed at increasing Hispanic enrollments.

(2) An Hispanic oriented student tutorial and counseling support system.

(3) A financial aid support system specifically sensitive to the needs of Hispanic students.

(4) An Hispanic student organization specifically encouraged to develop an institutionalized "within group" support system for Hispanic students.

(5) A Career Placement program specifically geared to the needs of Hispanic graduates.

In short, what is needed is an approach which commits the total institution to developing a student support program which will seek creative ways to increase the number of Hispanics and once enrolled will provide targeted resources to help him/her progress satisfactorily and finally assist the Hispanic student graduate examine the career placement choices available.

Faculty Staffing Needs

It is readily apparent, even to the casual observer, that the impact of affirmative action on universities has been dramatic. However, that has not been the result of tremendous increases in actual numbers of new ethnic professors. Actually the percentage

increase has been quite modest. The real impact has been in terms of the fears and general negativeness it has evoked. It is a highly emotion-laden issue on most campuses today. The recent events leading up to and including the eventual Supreme Court decision on the Bakke case is perhaps the prime example.

Although institutions are required to give preference to ethnic minorities who are suitably qualified and to mount special efforts to seek out minority applicants, most have made little real gain. As previously discussed, the institutionalized resistance of faculty and departments constitute formidable barriers.

What is needed is enough outside support funding to make it institutionally worthwhile for universities to seek more creative ways to respond. It is fairly self evident that without such incentives little will change. The following outlines the major changes needed in the faculty staffing area:

(1) Better recruitment approaches to insure that increased numbers of Hispanic academics are recruited particularly for tenure track positions.

(2) Development of tenure and promotion criteria institution wide which takes in account the special institutional role requirements which universities expect from ethnic academics.

(3) Increased institutional acceptance of research and publications activities with an Hispanic and ethnic focus.

(4) Increased support for special post doctoral training activities aimed at upgrading the research and publication skills of Hispanic faculty members.

Administrator Staffing Needs

Without belaboring the obvious, it is important to have adequate Hispanic representation within the administration ranks. The President, Academic Vice President, Graduate Dean, and Line Dean role positions are particularly crucial. Increased numbers of Hispanic academics need first to be encouraged and then supported to prepare themselves for these positions.

Having an Hispanic in any one of those critical decision making positions is important for a number of reasons. Certainly, the programmatic implications are major. It is one thing to be faced as a faculty or student group with the need to convince the principal administrator of the need to organize a new program intended to respond to Hispanic needs and it is quite another to be able to assume the support and be in a position to move immediately to "viability of program" and strategy concerns. It is not that one or even a few Hispanic administrators will guarantee the "Y" institutional setting we discussed previously but, it will enhance the chance that the program will be judged on its real merits.

Administrators as decision-makers play central roles in the determination of institutional direction by which programs they support, what faculty are linked and reinforced, and the leadership they exert in assessing and analyzing the state of things institutionally at critical junctures. Having a representative number of Hispanic administrators tends to insure institutional responsiveness to Hispanic concerns.

The following summarizes the principal changes which would need to occur in an ideal-type institutional change plan:

(1) Development of an administrator selection plan which will assure the appointment of qualified Hispanic administrators to key administrative positions,

(2) Take the steps necessary to insure the development of a viable pool of qualified Hispanic academics which can be tapped for administrative openings, and

(3) Development of special administrator training and intern programs designed to encourage Hispanic academics to become interested in and be prepared for careers in IHE administration.

Reform of Higher Education Curricula

Of all the areas, this is the most obvious and yet the most difficult area to reform. How can we generate the leverage necessary to get academic departments to provide instructional programs taught bilingually? How can we get faculty re-oriented so that the courses they teach, the conceptual models they use, and the theories they promulgate will include a more positive perspective toward the contributions of Hispanics? How can we redesign programs which promote culturally pluralistic values? These are the types of first order questions which our target institutions will need to address in order to develop a viable reform plan in the curriculum program area. And I certainly don't need to point out to a group like this just how gargantuan a task that is.

Nothing strikes more at the heart of the most hallowed beliefs of universities than efforts to change curricula. Current degree as well as electives course structures constitute countless

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investments of time not to mention major victories and valiant defeats remembered only too well by faculty. These are the "good" reasons why major curriculum changes occur so slowly. Although we may get exasperated when pushing for a particular change, it behooves us to keep in mind that it is precisely this characteristic which has enabled universities to be significant producers of new knowledge and thoughtful solutions to societal problems. This is what keeps institutions from being too tied to the prevailing political winds in the greater society. We can find comfort, too, in knowing that once institutionalized efforts to change those reforms we establish will be repelled in similar fashion.

The following outlines some of the principal change targets in that crucial curriculum arena:

(1) Development and installation of an undergraduate general education program option taught bilingually (English and Spanish),

(2) Similarly, the development of bilingual options in selected degree fields,

(3) Development of graduate program options taught bilingually in selected fields,

(4) Development of the institutional capability to offer these options and in addition mount additional courses taught bilingually at both the undergraduate, graduate, and extension program levels,

(5) Development of institutional and outside funds to support research which address areas of principal concern to the Hispanic community.

CLOSING COMMENTS

As I noted at the outset, effecting the types of changes needed to make the institutions of higher education in this country more responsive to Hispanic needs is a complex undertaking indeed. Successful reform requires; (1) a careful analysis and understanding of the proposed reforms, (2) a sound assessment of the organizational setting, (3) a good grasp of the change process implications of each of the targeted reforms, and (4) outside funding leverage to insure a high level of institutional interest and commitment to the proposed redirection.

In closing let me hasten to indicate that although the nature of my presentation has tended toward highlighting the complex nature of the problems we face, I do see many valid and good reasons for optimism these days. El simple hecho de ver logrado el desarrollo de este tipo de conferencia representa una etapa muy significante. La oportunidad de compartir y intercambia ideas entro nosotros endonde podemos analisar, ameriguar, y planificor como mejorar la situación economica, social, y educativa de nuestra gente representa un paso muy positivo. Para me no hay nada mas importante que el reconocimiento y la aceptación de las ideas de uno de parte de los nuestros.

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